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# DESIGN FOR DEVELOPMENT: The Toronto-Centred Region

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Remarks by:

The Honourable John P. Robarts, Q.C.  
Prime Minister of Ontario

The Honourable Charles S. MacNaughton  
Treasurer of Ontario and Minister of Economics

The Honourable W. Darcy McKeough  
Minister of Municipal Affairs

The Government of Ontario/May 1970



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PRESENTATION OF

DESIGN FOR DEVELOPMENT:

TORONTO-CENTRED REGION

MAY 5, 1970



Opening remarks by:  
Honourable John Robarts,  
Prime Minister of Ontario.

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affected by the direction in which we influence the development of the Region. What we discuss today is everyone's business. It is also everyone's responsibility to participate fully. You, your municipalities, agencies and organizations, in conjunction with the Government of Ontario, will determine the success of "Design for Development: Toronto-Centred Region".

Many of you were present at the Ontario Science Centre less than two weeks ago when the first Ontario Provincial-Municipal Conference was convened. I was most heartened at that conference by the evident interest of the participants in the broader issues of regional development and planning. There was a recognition that a clearer policy framework was required within which strengthened local governments could be more autonomous in their own decision-making. The plan being put forward today is part of that framework.

At the Provincial-Municipal Conference we discussed four basic requirements of our provincial-municipal relationship: co-operation, co-ordination, understanding and partnership. It is in this spirit that we are making this presentation.

The enormous growth of Ontario -- especially of our population, our economy and our larger municipalities -- since the days of the Second World War has greatly altered the Province in which many of us grew up. To illustrate the rapidity of this change, I would point out that in 1941 the population of Ontario





was 3.7 million; today it is 7.6 million -- an increase of more than 100 per cent in thirty years. This growth was accompanied by a high rate of immigration, a greatly accelerated increase in the pace of technological change, an extremely rapid rise in industrialization and economic growth, widespread use of the automobile and a major movement of people to the cities. These have produced pronounced changes in attitudes, aspirations and expectations of the people of Ontario. All of these have been particularly marked in the Toronto area.

This growth is expected to continue. By the year 2000 the population of Ontario is forecast to approach 13 million. In other words, we must prepare to accommodate another 5.5 million people in the next thirty years.

We must anticipate further advances in technology, increases in wealth and changes in the aspirations and expectations of our people, especially in terms of the quality of our environment, higher standards of community life and more readily available recreation facilities.

While our overall provincial population and economy have grown at almost unprecedented rates, we have become increasingly aware of regional problems which, in whole or in part, affect the entire Province. In some parts of Ontario, particularly to the north and east, major challenges have taken the form of slower



growth and loss of population to regions such as this one. In the more urbanized areas, and especially in this Toronto-Centred Region, the challenges are associated with fast growth and rapid change.

The Regional Development Program is a major step in preparation for these changes. The comprehensive regional development planning which it envisages is a relatively new concern of government. Many of you attended, as I did, the International Conference on Regional Development, sponsored by the Government of Ontario, in early 1965. A year later, in April of 1966, Phase One of the Design for Development Program was announced. The objectives of this Regional Development Program are the provision of the best possible social and physical environment for the people of Ontario and the creation and maintenance of an atmosphere which will encourage economic growth throughout the Province.

Three fundamental principles guide the Regional Development Program:

1. the Government of Ontario accepts the responsibility of guiding, encouraging and assisting the orderly and rational development of the Province;
2. the efforts of the Government should encourage private enterprise to prosper within a healthy and balanced community environment;
3. policies must be cast in the mould of Ontario's





conditions and not just borrowed from other jurisdictions where fundamental characteristics and institutions differ.

Basically, we seek a program that will provide a framework within which the entire set of public and private decisions affecting each region, made by all levels of government and the private sector, can be co-ordinated. Decisions taken by all must bear a realistic relationship to one another.

Perhaps I might expand on this point. At one time the theory of good government was to approach problems in a purely functional, "vertical" manner. For example, if we had three groups dealing with such specific areas as roads, water and parks and these bodies did a good job in their own sphere, this was considered good government. However, today we know that this will no longer suffice. More comprehensive approaches must be developed if we, as a society, are to exert greater and more effective control over our future.

In the Government of Ontario we are continually faced with the need to establish structures to deal with programs of a "horizontal" character which affect the activities of many departments. A good example of such a program is regional development.

The Regional Development Program, therefore, can be considered an umbrella program through which we can address ourselves to a multitude of interrelated problems, such as housing,



traffic circulation, recreational access and pollution control. To meet these problems a planning policy suitable to each region must be developed.

Under the Regional Development Program a transportation system will be developed which will not only satisfy the demands of current trends in each region but also stimulate recommended patterns of development.

Under this program, it is also proposed to develop, in stages and on a broad scale, appropriate patterns of land use. In line with our policy of encouraging the Province and the municipalities to work in partnership, these broad regional strategies can be tested through the detailed plans prepared by regional and local governments. From this process should come comprehensive development plans acceptable to both provincial and municipal governments and thereby subscribed to as policy by both. These plans should designate land which is needed now for urban, industrial, recreational, agriculture and other immediate uses and conserve that which will be needed for the future.

Such land use management will be of major assistance in our efforts to maintain the quality of the environment. The geographical location of urban development in relation to water sources and the direction of prevailing winds may be as important a consideration as pollution abatement itself. I am confident





that the people of Ontario will welcome measures taken under this program to protect and enhance the quality of our well-being.

Much also needs to be done in a regional context in the fields of health, welfare and urban renewal. As the urban, regional and economic structures change, appropriate programs will have to be developed to prevent disruptive social problems. In this connection I was happy to note that the recent Report of the Ontario Council of Health devoted an entire study to regional health services.

In "Design for Development: Toronto-Centred Region," there is presented the first broad brushstrokes of a regional development policy for the dynamic heart of Ontario. The Toronto-Centred Region contains approximately 50 per cent of the population of Ontario and has a growth rate well in excess of the provincial average.

It is in the Metropolitan Toronto area that our urban problems are most severe and most pressing. Public and private development schemes in this area have an enormous influence. We must achieve a more planned relationship among these projects. One has only to think of the current projects being planned by all levels of government in this Region. For example, there is the GO Transit extension which was unveiled only yesterday, the Malvern project with its plans for some 11,000 housing units, the acquisition of parklands and conservation areas, the Hydro-Electric Power Com-



mission's nuclear power station at Pickering, and other power stations and the massive power lines that go with them, development along the Toronto Waterfront, urban renewal projects, expressways and the possibility of a new International Airport. There are also massive private commercial developments in the heart of downtown Toronto, industrial and housing developments on the fringe of the Metropolitan area, and many large land using recreation developments such as the ski areas in the vicinity of Collingwood.

The need to co-ordinate development of this scale within some type of development plan is obvious. Mistakes in developments of this scale will bind and hinder future generations. The cost of such mistakes in terms of both economics and the quality of life can be high. We simply cannot afford to let things drift. The problems of large metropolitan centres elsewhere in the world provide a forewarning of what could happen here unless conscious efforts are made to avoid such situations.

I would like for a moment to go back to the principle that government programs must provide a healthy environment for the private sector. I am not one of those who fear that planning needs to limit the freedom of the private sector. But we all know that freedom, if it is truly meaningful, must be accompanied by responsibility. As I have said on several occasions recently, there may have to be personal sacrifices for the benefit of society at large. By full understanding, co-operation and partnership between





all levels of government and the private sector we should be able to keep such sacrifices to a minimum. By positive development programs we expect to retain the efficiency of the private sector, while improving the quality of life. We shall also strive to avoid misdirected capital outlays and to maintain a high return on both public and private investment.

In our earlier statements of regional development policy, the Government of Ontario stated that regional development is distinct from and yet related to, regional government. For example, under our Regional Development Program we can examine and recommend on the use of all provincial expenditures having a regional impact. The program will also assist municipalities by supplying a provincial framework in which they can plan and grow. On the other hand, regional government proposals arise from the need of some municipalities to group themselves into larger administrative units which will enable them to identify and solve a wide variety of problems ranging from detailed planning to the supply of water, sewerage facilities, police, fire and other services.

The creation of regional governments can make local involvement in the implementation of broad regional development policies much more effective. I have been happy to see that although our experience with regional government proposals in the past two or three years has not been without its critics,



there is general acceptance in the Province of the principle that regional governments are needed in some areas if we are to establish a true provincial-municipal partnership in Ontario.

I would like to emphasize that "Design for Development: Toronto-Centred Region" is not a document prepared by the Province acting alone. It has a long history of involvement and advice from other bodies.

Basically, "Design for Development: Toronto-Centred Region" started with the Metropolitan Toronto and Region Transportation Study. MTARTS, which was designed to devise a transportation plan for the area, found itself operating in a partial vacuum. It became apparent that key answers to many of the emerging transportation problems lay in formulating an agreed plan of future distribution of population and employment which transportation could be designed to serve. The attention of MTARTS then began to focus on the development of an acceptable regional plan.

Almost two years ago the MTARTS report was presented in this theatre. It proposed six alternatives for the future growth of the Region served by MTARTS. Your response to that report reflected your deep interest in the future of the region. This was exemplified by the fact that 73 briefs were received from outside the provincial government commenting on the proposals of the MTARTS report. A further 20 were put forward by agencies of the Government of Ontario. In total, 730 distinct points were raised









on the Region. It provides a basis for public reaction to the implementation of the Development Concept and to means of making the broad proposals more specific.

Its sets a pattern of development in broad terms. It is an umbrella of provincial policy within which we can now proceed with refinement of the transportation concept, a more precise regional land-use pattern, special policies for urban areas and economic and social goals.

To reach this point, the Government of Ontario has had to make a choice and establish a synthesis from the many possible options placed before it.

The challenges arising from our Design for Development Concept are substantial and will involve many changes and sacrifices. But the opportunities and the benefits to be gained far outdistance any short-term disruption. I have every confidence that the people of Ontario will support what in our view must be done for future as well as for present generations.

I shall now ask the Treasurer and Minister of Economics, the Honourable Charles MacNaughton, to present the major elements of this Development And Planning Concept. The Minister of Municipal Affairs, the Honourable Darcy McKeough, will then review the implications which "Design for Development: Toronto-Centred Region" will have for our municipalities.



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PRESENTATION OF  
DESIGN FOR DEVELOPMENT:  
TORONTO-CENTRED REGION

MAY 5, 1970

Closing remarks by:  
Honourable John Robarts,  
Prime Minister of Ontario.



It is our intention to move forward simultaneously on four fronts. We will immediately begin a dialogue with all of you, the people responsible for local decisions in your Region. We will begin refining this Development Concept. We will incorporate the results of other government studies in this Region into the Development Concept. And we will begin immediately to use the Concept as a guideline for all of the activities of provincial departments and agencies having an impact on the Region.

We are seeking from all of you here today, from your colleagues, and other interested groups and individuals throughout the Region expressions of opinion and constructive suggestions. I am confident that you will be as enthusiastic in your response as you were to our release of the MTART Study two years ago.

Five of the ten regions in Ontario are directly affected by "Design for Development: Toronto-Centred Region". These are the Central Ontario, South Ontario, the Midwestern Ontario, Georgian Bay and Lake Ontario Regions. I shall ask these five Regional Development Councils to convene forums in appropriate parts of their regions to obtain region-wide viewpoints. We look to the Regional Development Councils for advice bearing on an entire region. I might add that the Government is now reviewing the legislation which established the Regional Development Councils. We are considering introducing amendments to clarify and stress the importance of their advisory roles and to encourage full





participation in the councils by the municipalities in each region.

We have with us this afternoon the President of the Ontario Regional Development Council, which represents all ten development councils, Mr. Delby Bucknall, and the President of the Central Ontario Regional Development Council, Mr. Brian Bailey. I should like to ask Mr. Bucknall and Mr. Bailey to stand and be recognized.

The Government of Ontario proposes to make available as resource people at these forums members of its staff who have been involved in preparing "Design for Development: Toronto-Centred Region". Government personnel will also be available to assist in presentations to municipalities, planning boards and other major groups having a specific interest in certain aspects of the Development Concept. As Mr. McKeough has indicated, there will have to be meetings with specific municipalities to discuss the relationship between the Concept and their own plans.

We shall ask the Oshawa Area Planning and Development Study to test the proposals put forward here today. We will look forward with particular interest to their comments and suggestions.

The planning boards in the Toronto-Centred Region will be affected by, and will themselves affect, the further refinement of our Development Concept. Again, we shall be looking forward to their reaction.



Our first action, therefore, is to refer this Design for Development Concept to you for your review, comment and constructive criticism. By doing so, we are continuing the process we began some time ago when we asked your opinion about the alternative choices for the development of the MTARTS Region. We are now particularly interested in suggestions from you about the best way to put this Concept into operation. Because of the need to make this Concept more specific as rapidly as possible, we would ask that you place your comments and suggestions before the Government no later than September 30th. While awaiting your reaction and recommendations, the Government will continue to refine this Concept.

We have indicated certain general targets of population growth within sections of the Toronto-Centred Region. It will be necessary to further reduce these general target populations to centres of more specific size. We also intend to develop a more refined concept of the functions each community will perform to ensure the proper development of the urban centres. In addition to providing broad rationale for urban planning to prevent some of the problems already mentioned, we intend to outline urban development areas around each of the centres in the light of your plans and our objectives.

From the transportation corridor concept, we are developing a more specific transportation plan which will serve the entire Region. This work is well along.



A basic goal of development in the Toronto-Centred Region is to ensure that land is being utilized appropriately. To accomplish this, such a regional land use plan necessarily must involve policies for recreation, agriculture, forestry, urban growth and a wide range of activities.

Thus the second course of action we shall take is the tentative refinement of the Concept while awaiting your comments.

Our third course is closely related to the second. This involves the incorporation of present studies into the overall regional development program. There are many such studies affecting the Toronto-Centred Region which have been either recently completed or are underway. The Niagara Escarpment Study is one example. The Waterfront Plan for the Metropolitan Toronto Planning Area is another. Various proposals for the development of the Toronto Harbour also will be included, as will the suggestions for new regional government units within the Toronto-Centre Region. I have already mentioned the importance of the Oshawa Area Planning and Development Study.

We cannot, however, wait for the completion of a detailed plan before taking action. Therefore, as our fourth line of activity we plan to begin immediately to use the Concept as the basis for decision-making and action by provincial departments and agencies. Mr. MacNaughton has outlined some of our basic goals, especially the stimulation of some communities to the north and





east, and provision for orderly spontaneous growth of some communities to the west and south. We will examine how best to accomplish this in the Design Concept. Mr. McKeough has already outlined the steps which his Department will be taking in applying the Concept in relation to municipalities and specific development proposals. But I should like to emphasize that the program is government-wide in its application. Numerous specific activities must be undertaken by other departments and agencies to implement the Concept.

As these plans and policies are developed, momentum will be increased in implementing other parts of the Concept. When the Oshawa Area Planning and Development Study reports are completed, action will be taken as early as possible to stimulate development of the eastern segment of the Lakeshore urbanized area.

I scarcely need add that we are fully aware of the importance of the location of the new International Airport to the development of the Toronto-Centred Region.

I ask each of you as active participants in the affairs of this Province to embrace the spirit of co-operation through which the objectives of the new Ontario which we have launched today can be achieved. As you leave the theatre, copies of "Design for Development: Toronto-Centred Region" will be available to you, together with copies of the statements by Mr. MacNaughton,



Mr. McKeough and myself. I hope you will read them in detail, consider their implications and, through your reactions, help us to refine and implement this Design for Development.

Each generation leaves upon the land the marks of its creativity. More than ever before, it is important that the current generation think and act positively and wisely. It is our responsibility to set an example of concern for people and the land. The orderly development of the Toronto-Centred Region, and of Ontario, is an extremely complex and long range process. We can begin it, but it will be today's younger generation who will have the major responsibility of carrying it forward.

Our partnership for progress thus takes on a new meaning. We are thinking not only of people and government, but also of the old, the young and of generations of the future. With such a partnership working in harmony, we can and will succeed.



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PRESENTATION OF  
DESIGN FOR DEVELOPMENT:  
TORONTO-CENTRED REGION



MAY 5, 1970

Address by:  
Honourable Charles MacNaughton  
Treasurer of Ontario,  
Minister of Economics.



INTRODUCTORY  
REMARKS

The Honourable Mr. Robarts has outlined in broad terms the need for comprehensive provincial and regional policies, and the background of our effort towards meeting this need. My remarks will summarize the key points in "Design for Development: Toronto-Centred Region", which is being released today, and which is the first in a series of regional concepts and strategies under the Ontario Government's Regional Development Program. I shall stress four points:

- First: - The various forces that have shaped the Region.
- Second: - The fundamental principles and goals we have used in setting down the first draft of this regional concept.
- Third: - The current growth trends in the region, and the problems which these trends are creating.
- Fourth: - The major features of the Design Concept here presented.

The forces which have been instrumental in shaping the Toronto-Centred Region and in driving it today are extremely complex and inter-related.

First and foremost, this Toronto-Centred Region is very much a part of the industrial heartland of North America. Partially because of that location, the Region is





both the major economic and financial hub of the Canadian economy and an active contributor to the urban complex, which is commonly termed a megalopolis, that reaches from Montreal to Windsor and southwest to Chicago. This strategic location in relation to the vitality of North American growth is a major driving force in shaping the Toronto-Centred Region.

Expansion of the Region has been influenced by major physical features. First of all, the shorelines of the Great Lakes limit the direction of growth, especially of Toronto, which can only expand toward the west, north and east. Further, the Canadian Shield where it juts into Victoria and Peterborough counties from Georgian Bay forms, in effect, a northeastern boundary of the Region because, as we all know, that granite-based Shield lacks an effective economic base to support substantial population. Although modern technology enables us to overcome some of these physical barriers, others still remain. Of course, some physical features of the Toronto Region are assets, particularly as our congested urban population feels the need for adequate recreation. The Niagara Escarpment, most of the Georgian Bay shoreline, Lake Simcoe, and the Kawartha Lakes act as a magnet to this type of development.

However, we look not to nature but to man for forces which have been, and are, instrumental in shaping the



current Toronto-Centred Region. We have inherited from the past a settlement pattern which clings to the lakefront, partly because the lake and its shoreline facilitate transportation and provide opportunities for water supply and sewage disposal. The population in this lake-oriented settlement pattern has grown extremely rapidly, and nearly four million people now live within a radius of 90 miles of Toronto. By the year 2000, nearly eight million people - about two-thirds of all of Ontario's population - probably will make this Region their home.

Another factor shaping the Region's development has been our increasing affluence and rapidly changing ways of life. By the year 2000, average annual family incomes probably will be three times their current levels. There will be much more leisure time for self-improvement and for recreation. We shall have become an even more mobile society than we are today.

The significance of these and related events for planning, even with respect to something as simple as the automobile, are pronounced. As we shift to even faster modes of transport - the air-cushioned tracked vehicle and an airplane like the Jumbo Jet, we realize that such advances carry with them major implications for the future of this Region and the Province.



I have dealt with the importance of economic wealth and technological change because these are some of the basic concerns of the Ontario Government. However, as the Prime Minister recently pointed out, many of today's young people, and many of the not-so-young, are as concerned with broadening the scopes of their lives and the character of the environment as they are with the search for material success.

In brief, we have inherited a settlement pattern in Toronto which is tightly oriented towards Lake Ontario, and a rapidly growing, increasingly affluent and mobile population which is requiring more living space, less congestion and greater recreation and cultural opportunities.

PRINCIPLES  
AND GOALS

To meet the challenge of providing an adequate concept for both present and future needs, we have set down five basic principles and twelve goals. Although some of these are in technical language, I am going to read them because of their importance to the concept itself.

First: - The principle of linearity seeks as far as possible to align urban places along a series of more or less straight paths, to take maximum advantage of parallel routes for transportation and servicing.





- Second: - The principle of functional efficiency seeks to achieve a system of complementary rather than competitive political, economic and social relationships among all of the urban and rural places in the Toronto-Centred Region.
- Third: - The principle of decentralization emphasizes, on the one hand, the importance of Metropolitan centre influence and, on the other, a logical distribution of places within a metropolitan region. Special attention is given to the encouragement of outlying centres which can attract their own residents and commuters and thereby relieve excessive congestion elsewhere. One of our goals as a government is to encourage a somewhat greater degree of growth in key centres of the Province, outside of the main metropolitan areas.
- Fourth: - The principle of space conservation stresses adequate open space and recreational requirements.
- Fifth: - The principle of natural resource conservation emphasizes the need for



careful use of land, water and air,  
not only for our time, but also for  
the foreseeable future.

Complementing these five principles are twelve goals, many of which came from the earlier Metropolitan Toronto and Region Transportation Study, some of which were suggested by you in your responses to that study, and others which were incorporated as a part of the Provincial Regional Development Program. These goals are:

- First: - To encourage all parts of the region  
in the achievement of their overall  
potential, insofar as such encouragement is consistent with overall  
provincial development.
- Second: - To preserve the unique attributes of  
regional landscape.
- Third: - To minimize the urban use of productive  
agricultural land.
- Fourth: - To minimize pollution of water and  
the atmosphere.
- Fifth: - To encourage and maintain a pattern  
of identifiable communities.
- Sixth: - To provide the best possible accessibility for the movement of people



and goods.

Seventh:- To provide essential transportation, water and sewer facilities at minimum cost consistent with overall benefit.

Eighth: - To maximize opportunities for using specialized services and facilities.

Ninth: - To develop the region in a manner consistent with the needs arising from long term population trends.

Tenth: - To develop the region in a manner consistent with emerging and probable technological innovations.

Eleventh:- To develop the region in a manner consistent with the needs arising from social, economic, and technological changes.

Twelfth:- To develop the region in a manner that provides flexibility for meeting future needs.

#### PLANNING ZONES

The Region to which these principles and goals have been applied is very large - considerably larger than that in the Metropolitan Toronto and Region Transportation Study. It extends to the west to include Brantford, to the northwest to include Kitchener and Waterloo, to the north



to include the southern shore of Georgian Bay, to the east to include Peterborough and, along the shoreline, Port Hope and Cobourg.

For analytical and planning purposes, we have divided this Toronto-Centred Region into three main planning zones.

Zone 1 extends from Hamilton to Oshawa, reaching inland to include the presently heavily urbanized portions of this coastal strip, plus space that is subject to intensive urban pressures.

Zone 2, the "commutershed," is the area from which it is possible to travel conveniently on a daily basis to work in Metropolitan Toronto. Some of this area has been under very heavy development pressure, and that pressure is increasing.

Zone 3 is a peripheral section beyond convenient commuting distance to Toronto but is still very closely linked to the economy of Toronto's Metropolitan Core. Many of the cities and towns in this zone depend upon Toronto industry to supply components for their manufacturing products and upon Toronto as a market for many of their finished goods. The zone is also dependent upon Toronto for many specialized retail and wholesale goods and services.





Finally, particularly to the north and east, it tends to act as a weekend and summer recreation area for Metropolitan Toronto's growing population.

#### EXISTING TRENDS

The present growth trends have been evaluated in relation to these principles and goals as they apply to the zones which I have just outlined. We can summarize these trends in five basic points.

First of all, growth is still concentrating within and around Metropolitan Toronto.

Second, the form of that growth contains aspects of unstructured sprawl, especially to the west of Metropolitan Toronto. Paradoxically, this sprawl is accompanied by a land shortage which is intensifying development densities within and near Metropolitan Toronto where the proportion of high-rise buildings is increasing.

Third, within the commuting zone, some of our best land is being prematurely removed from agricultural and recreational uses by speculative land holdings.

Fourth, many communities in the peripheral zone, with attractive environments and excellent urban growth potential, remain underdeveloped.

Fifth, throughout the Region the private re-



creational development of summer residences has been haphazard and in conflict with the maintenance of sufficient public recreational access to lakefront and scenic areas which will be required to supply the recreation needs of our own and future generations.

#### THE PROBLEMS

We are fortunate in that these trends have not as yet created problems on a scale which besets some other North American cities and regions. Our governments, provincial and municipal, have been successful in dealing with many of these problems as they arose. The creation of Metropolitan Toronto, the purchase of potential park-land, and the initiation of GO Transit service are examples of past actions which have been effective. Nevertheless, there remain problems which can become very serious unless action is taken now.

In the urban core of the Toronto-Centred Region, many of our problems stem from the high growth rate of the population. It is difficult to keep up with such a rapid expansion of people in a relatively small area and still maintain a high quality of urban life.

We all know that there is a shortage of land, especially serviced land, within and near Metropolitan Toronto, and, for this and other complex reasons, home



ownership is being priced beyond the means of many families.

We know that some good residential neighbourhoods are being disrupted as blocks are allowed to deteriorate in anticipation of high-rise redevelopment.

We know also that the supply of industrial land is low in the Metropolitan Core.

The local street system is becoming inadequate and even obsolete as traffic congestion increases.

There is a need to rebuild water and sewage facilities which are no longer able to service a large population effectively.

It is becoming increasingly difficult to journey out from the core area of Toronto to the recreation resources of the Region.

Urban sprawl makes it difficult to provide economical and efficient transportation services. In addition, the predominant westward growth of Metropolitan Toronto is resulting in very high land prices in that part of the metropolitan region.

At the same time, the lack of adequate development in certain key places in the periphery of the metro-



politan region is resulting in the loss of both economic and social opportunities. The young people leave for the big city because they cannot find a job near home where many may wish to reside.

I have mentioned that this Toronto-Centred Region is not to be considered in isolation but as a major part of the Province. Growth to the westward from Metropolitan Toronto is bound to continue in line with the pull of economic forces to the markets of the United States. This westward growth, however, tends to isolate both northern and eastern Ontario from the metropolitan area. The result is that, at a time when we are seeking to encourage each region of the Province to reach its potential, the present trends in settlement are away from those parts of the Toronto Metropolitan Region which need more of those economic and social opportunities.

Finally, as I have mentioned earlier, some land in this Region is being used in inefficient and undesirable ways. Some of our best agricultural land is being lost to speculation and taken prematurely from agricultural uses. Some of our resort areas are overcrowded to the point where pollution is a danger. Some of our scenic areas are being developed with little regard to the need for public access and conservation for future generations.





I do not want to sound excessively pessimistic in making this statement of problems associated with present trends. We have already taken effective action in the past. What we are asking here is for a new dedication to concerted action, by all levels of government, and particularly by the Ontario Government and the municipalities most directly affected, to chart a new course of effective action.

INTRODUCTION  
OF SEVEN-  
POINT CONCEPT

The Metropolitan Toronto and Region Transportation Study, which we released in June 1968, offered six growth alternatives. Two of these were trends that would take place if there were no regional planning. One alternative projected trends at a low density pattern, the other considered trends at a high density pattern. Four goals plans offered specific targets. Goals Plan I envisioned a structural development oriented especially to the Lake Ontario shoreline. Goals Plan II added a second tier of urban growth a short distance from the shoreline, plus some carefully planned growth inland. Goals Plan III offered development possibilities to the immediate northwest and northeast of Metropolitan Toronto. Finally, Goals Plan IV envisioned encouragement of four centres - Guelph, Alliston, Orangeville and Barrie.

We invited your reactions to these growth alternatives. Briefs were received from municipalities, planning boards, chambers of commerce, regional development councils, regional advisory boards, developers, industry and professional



associations, as well as from provincial departments and agencies. While many points of interest and concern were raised in these briefs, one of particular interest to us was the frequently mentioned recommendation for decentralization, both of people and of industry. Your comments and suggestions were extensively drawn upon in the preparation of the present report.

The pattern of development which we are now proposing includes seven basic recommendations:

First: - Along the Ontario shoreline, from Bowmanville in the east to Hamilton in the west, we recommend a two-tier arrangement of cities which will accommodate in the neighbourhood of 5.7 million people by the year 2000.

By the year 2000 this zone is expected to accommodate some 72 per cent of the Region's 8 million people, compared with 76 per cent of the 1966 population of 3.6 million people. This represents a relative reduction as the policy of decentralization takes effect.

The two-tier arrangement of cities along the entire corridor from Hamilton to Oshawa will give the citizens a wide variety of choice of urban environment. They can



decide to live in small cities, medium size cities, or in the Metropolitan centre.

By the year 2000, the relative distribution of the estimated 5.7 million people within the zone will be significantly altered. We expect somewhere in the neighbourhood of 3.1 million people to be living in Metropolitan Toronto and the northern fringe. This represents some 55 per cent of the Zone 1 population at the turn of the century. By comparison, Metropolitan Toronto and the northern fringe accommodated 71 per cent of the 1966 population. To the west we anticipate approximately 1,850,000 people, which is 32 per cent of the target population. In 1966 the western districts accommodated only 23 per cent. The largest shift will be to the east where we estimate a population in the neighbourhood of 750,000. This is 13 per cent of the target population by the year 2000, compared with a proportion of only 6 per cent in 1966. Obviously these figures cannot be exact as many developments may occur between now and the end of the century which could have a major effect on population. They do, however, represent the shape of growth which we would like to see take place.



To offset the excessively heavy development pressures to the west, we hope to encourage growth of the eastern segment of this corridor beyond the boundaries of Metropolitan Toronto. This encouragement will take the form of a number of coordinated policies to be announced at a later date.

We intend to provide an array of urban centres which will cater to all of the different living styles of people at the turn of the century. Yet the structure must provide for social, economic and functional efficiency. Accordingly, we intend to provide centres of various sizes and functions.

The size ranges that we have shown are very broad. The lower tier of cities are to be larger than the upper tier of cities.

All people living in Zone 1 will have good access to centres which offer a diversity of services to them. People living in local and subregional centres will have fast access to a regional centre as well as to the Metropolitan Core. The regional centres of Hamilton and Oshawa are also intended to act as the terminal cities.

To preserve the individual identity of each city, and to provide parks and other open space and servicing facilities for the people, a parkway belt system within the





lakeshore urbanized area will separate the two tiers of cities. To the maximum possible degree, this parkway belt system will incorporate the highly efficient transportation facilities, trunk services, electric transmission lines, and other services which will be needed to service this system properly in an integrated way. Secondary north-south belts will separate neighbouring cities and towns. Within the Ontario Government, there have been intensive discussions among various groups, including the Department of Highways, Ontario Hydro and other agencies regarding the development and use of this parkway belt.

In the 1970 to 1980 period we intend to emphasize the development of the existing centres adjacent to the lakeshore. In this way we will make maximum use of our existing public investments in these cities. From 1980 to the end of the century we intend to develop the new cities in the upper tier. Those upper tier centres which exist today and are growing will find their growth rates altered by the proposed staging of development.

Second: - Policies of urban expansion will be initiated within the northern and eastern segments of Zone 3.

By the year 2000 the population living in Zone 3 is expected to be 2 million, compared to a 1966 population



of just over 700,000. This will increase its share of the regional population from a 1966 share of 20 per cent to 25 per cent.

A substantial number of manufacturing firms and services, and government facilities could be located as advantageously to the north and east of Toronto as elsewhere. By encouraging such location and stimulating these outlying centres so that they can attract many more residents and commuters, we can reduce the increasing congestion within, and now extending mainly westward from Metropolitan Toronto. At the same time, we shall be laying the basic framework for a carefully planned decentralized urban region of the future.

At the outset, we plan to consider areas such as Barrie and Midland as centres for immediate expansion in the 1970's. Through a number of coordinated policies we expect to encourage growth in this section of Simcoe County.

Beyond 1980 we expect to encourage the development of another centre of importance in the vicinity of Port Hope and Cobourg. The basic rationale here is the same as for the northern places - relief of pressures to the west, and more efficient use of the entire Toronto-Centred Region.



Third: - We expect to assist in structuring  
the form of urban growth occurring in  
the western centres of Zone 3.

The Kitchener-Waterloo-Galt-Guelph area has experienced spectacular growth in the last decade. It has, for example, been one of the major beneficiaries of industrial expansion resulting from the United States - Canadian trade agreement in the automotive field. This growth, however, has raised some problems with regard to the provision of adequate water, sewer and other services which are now being studied by the Waterloo Area Planning Board and other groups and which will be the subject of more detailed attention in forthcoming regional development reports for the Midwestern Ontario Region. Similarly, the role of the Brantford area is being looked at carefully in the work being carried out for the Niagara Region and for the special study of Haldimand-Norfolk. Specific recommendations will be forthcoming from these studies within the next year.

Specific recommendations from those various studies will be forwarded in due time.



Fourth: - Within Zone 2, we propose to limit growth to moderate expansion of smaller communities now in existence, and to a relatively small urban axis.

The population of Zone 2 was 160,000 in 1966 and accounted for 4.5 per cent of the Region's population. By the year 2000 we expect that it will be 300,000 and will account for 3.7 per cent of the Region's 8 million population.

This land between Zones 1 and 3 is urgently needed for purposes of recreation, conservation, open space and agriculture.

We do expect that limited growth will take place in Zone 2, but our intention is to prevent large scale development and excessive damage to the environment there.

Fifth: - The urban axis in Zone 2 will reach from Metropolitan Toronto through Richmond Hill and Newmarket to Bradford.

This axis will fulfil several needs. First of all, it will form an efficient means of communication between the central section of Zone 2 and Metropolitan Toronto. Second, it will constitute a tie between the highly urbanized Metropolitan Core and the emerging cities





in Zone 3. Third, it will improve liaison with that part of Ontario beyond Zone 3. Finally, it can become a spring-board for development of territory beyond Zone 3.

Care must be taken that this axis does not become a continuous strip of urban sprawl. Accordingly, only selected, carefully planned centres will be encouraged to develop within it.

Sixth: - We expect to reserve adequate open space for overall regional needs.

The fast population growth and changing life styles to which I have referred previously will require adequate open space. I have mentioned the parkway belt for the urban corridor itself, and the need to reserve land in key river valleys. Equally important is the conservation of systems of ravines and of special physical features. We already have completed a thorough survey of the Niagara Escarpment, and shall bear in mind the results of this study in our present planning. The Government has the firm intention of implementing as many as possible of the recommendations of the Niagara Escarpment Report. As Treasurer, I am highly aware of the costs involved in purchasing and preserving land for public use in this Region. We realize fully, however, that this must be



considered an expenditure of high priority.

The Kawartha Lakes and Lake Simcoe areas must be carefully conserved. Finally, the entire shoreline of Georgian Bay, both within the Toronto-Centred Region and beyond, is of immense recreational value. We have already taken action to conserve much of this shoreline, and more will be done. Any urban development along this shoreline must incorporate the finest features of urban design with minimal environmental damage.

Seventh: - We expect to develop a system of transportation facilities which will fulfil the basic objectives of the Development Concept.

Transportation is a keystone to regional development. The transportation system which serves the Toronto-Centred Region will be of the latest technology, and designed to operate efficiently and economically.

We are especially concerned with provision of adequate services for movement of both people and goods.

Those plans now are in the making. Key features include:

1. A wide range of services within Zone 1.



2. Better access to Zone 3, and eventually beyond.
3. A full range of necessary services between Metropolitan Toronto and Southwestern Ontario.
4. Improved direct service between economic activities in Simcoe County and Kitchener-Waterloo and, at a later time, to the Oshawa-Port Hope-Cobourg area.

We recognize that the location of the new international airport will be a vital consideration in the implementation of the plans presented today. In our provincial contribution to the studies being sponsored by the Federal Department of Transport regarding the airport site, we have urged that emerging regional concepts be given a high weighting.

#### CONCLUSION

Our Design for Development for the Toronto-Centred Region indicates basic considerations for orderly growth, both present and future. It results from several years of effort, and includes comments from the many individuals and groups reacting to the June, 1968, release of the Metropolitan Toronto and Region Transportation Study. It therefore is a concept we believe to be feasible and sound.

In closing, I wish to re-emphasize the partner-



ship for progress theme which I first stated more than two years ago. We - all of us - are engaged in an extremely difficult and complex process, and we shall need the best efforts and the best of goodwill to carry it off. However, we have no choice but to succeed. By working together we can shape this Region - and, as other plans emerge, the entire Province - into a truly attractive and exciting place in which to live.





PRESENTATION OF

DESIGN FOR DEVELOPMENT:

TORONTO-CENTRED REGION

MAY 5, 1970

Address by:  
Honourable W. Darcy McKeough,  
Minister of Municipal Affairs.



Now that you have heard the background and an explanation of the proposed Development Concept for the Toronto-Centred Region, it is my job to discuss where we go from here and how we get there -- particularly in terms of municipal government. Knowing the reputation the Department of Municipal Affairs has earned for dealing speedily with constructive proposals for progress, you will naturally expect me to cover my assignment in a very short space of time. I shall try not to disappoint you.

The Regional Concept that the Honourable Mr. MacNaughton has outlined is intended as a planning framework to guide growth and change in this region for many years into the future. No single level of government and no combination of levels of government can produce and maintain all elements of this development. Private enterprise has a substantial role to play, but private enterprise cannot do it alone, either. What we must ensure is that the municipalities and the Ontario Government carry out their particular responsibilities for planning in such a way as to permit private enterprise to make its important contribution as well.

Planning is almost universally accepted today as a proper and necessary function of private enterprise and of government at all levels. There are few business firms that could survive for long and show a profit without having some regard to the state of the economy, the prospects of changes in the demand for their



goods and services, and the appropriate allocation of their available resources. Management can expect to experience a strong adverse reaction from shareholders if a company loses its competitive position or sees its profit margin narrow or disappear through failure to plan. Similarly, it is becoming increasingly common for municipal councils to experience the wrath of their ratepayers -- their "shareholders" -- if lack of adequate planning results in unacceptable physical or social conditions or if municipal costs rise too high for providing new municipal services -- or correcting past mistakes.

The pressure is clearly on government at all levels to provide high level of services in a coordinated manner at a reasonable dollar cost, and at the same time to conserve the quality of the natural environment. This requires what municipal people and we in the Department of Municipal Affairs call planning.

The Ontario Government has been urging municipalities to plan for many years now -- and sometimes we may have gone a little beyond mere urging. Some municipalities have responded, and some have not. Often where the need for planning has been acknowledged, the argument has been raised that the municipal structure has been inadequate to carry out effective planning programs. Our current program of reorganizing municipal government should go far to overcome this difficulty, particularly with the improvements in municipal finance that are in process.



Another criticism has been that the Province itself has failed to provide adequate guidelines as a basis for municipalities to carry out their planning programs. Today's presentation of a Concept for the Toronto-Centred Region is an attempt to provide the kind of guidelines that are needed by municipalities in the region, by the Province for coordinating its own programs and activities in the region, and by the private sector.

The Concept that is being presented is but one stage in planning for this region. In discussing the process we are engaged in, I am going to use the analogy of the preparation of an official plan for a community.

The Province has carried out a series of planning studies in which relevant information was assembled and analyzed. This enabled us to identify some of the most important development problems in the region and to select a number of alternative courses of action to solve these problems and bring about the kind of environment we want. A number of these alternatives were presented here in June, 1968 for the area covered by the MTARTS study which was somewhat smaller than the Toronto-Centred Region. Since then we have been examining these and other alternatives and testing them against the goals we have set for the region. We have now agreed upon a development concept that seems best suited to achieving these goals; we have consulted various interested parties about it and where appropriate we have incorporated their views; and we





are here today presenting our firm proposals for the Toronto-Centred Region to the representatives of the communities and interests that have the largest stake in what happens in the region.

In making this presentation, we may share to some degree the nervousness that a planner must experience when he has carried out an extensive planning program over several months and is finally placing his proposed plan before his employer or his client. In at least one respect, my official-plan analogy is not apt -- it is unlikely that those for whom the plan has been prepared will send us a cheque in the mail tomorrow.

You might also say that the analogy also falls down in that the plan does not have to be subjected to the rigorous scrutiny that the Minister of Municipal Affairs gives to official plans submitted to him for approval. I suggest, however, that the municipal councils, planning boards, regional development councils, regional advisory boards, other interested agencies and people generally in this region will scrutinize this Concept and evaluate its application to their areas of interest and responsibility with a thoroughness that will make my Department's processing of an official plan seem almost superficial in comparison. I'd offer odds that they will take every bit as long as the Minister of Municipal Affairs.

It would be in some ways tempting to declare this Development Concept to be the "official plan" of the region right now, so



that municipalities, private entrepreneurs, and Provincial agencies might proceed with their own plans and programs on the basis of a formally recognized plan of development. But this would be to deny an opportunity for those primarily affected by these policies in the region to respond to the proposal -- to consider the Concept in terms of their own interests and to make known how it would affect them and what the best ways of carrying it out would be. The Government proposes to make arrangements to present this Concept at various points within the region to increase public understanding of what is being proposed, to stimulate discussion, to hear and receive comments. The manner in which this will be done will be explained by the Prime Minister in his concluding statement. In addition to these arrangements it will be necessary to meet with municipalities to discuss with them how their present policies relate to the Concept, to reconcile any differences that emerge and to consider specific proposals for development that may be awaiting approval.

The result of all of these discussions will permit the Province to review and refine this Development Concept, and as soon as possible express it as a more specific Government policy.

In the meantime we intend to use the Concept as a basis for provincial decision-making.

No municipality in this region has to be told that it



must plan. I suggest to you that every municipality has seen the need for planning for some time, even though some councils may not yet have achieved satisfactory policies and regulations. It is obvious that the plans of municipalities must be in harmony with the Provincial development policy for the region. It is equally obvious that we cannot hold up all planning and implementation of plans until the Province's policy has been fully refined.

However, we do have something now, in the form of the Concept presented here today, against which to test the proposals of municipalities and private interests. The Province intends to use this Concept as a set of reference points in considering official plans, official-plan amendments, proposals for subdividing land, and any other applications submitted for approval. It would seem reasonable to expect all such proposals to be consistent with the Regional Development Concept. Perhaps the parallel with the official-plan process is valid in this connection, too. When a municipality has prepared a draft of an official plan and is going through the process of testing its proposed policies, discussing it with the public, and securing its approval, the plan is usually accepted as a general guide in dealing with all types of proposals that come up for decision. We view this Development Concept for the Toronto-Centred Region in the same light.

This will not be a one-way street of course. The various provincial departments and agencies such as O.W.R.C., Ontario Hydro,



Dept. of Highways, Ontario Housing Corporation and Ontario Development Corporation will have to recognize the development policies for the region and to adjust their plans and programs to conform to them. This will affect such activities as the provision of highways and other transportation facilities; the location, capacity, and timing of major water and sewerage facilities; the acquisition and development of land for housing and related purposes; the provision of open space and service corridors; and the location of Provincial buildings and institutions. Obviously, growth incentives offered by the Province must also reflect these policies, decisions about the reform of local government must conform with them, and I have already indicated that development proposals of municipalities or private interests submitted for approval will have to fit.

I am confident that what I have been saying indicates a partnership relationship between the Provincial Government, municipalities, and private enterprise in bringing about the quality and pattern of growth that we all want and that we are confident can be achieved. Most of the planning beyond the scale of the individual project must rest with the Provincial and municipal governments, as must the provision of many services, but we are fortunate in having a private enterprise system that is progressive, inventive, aggressive, and generally responsible. By the quality of its performance this industry has earned the right to be accepted into the partnership that will build and redesign this region along





the lines we are drawing here today. Ideas like public land assembly in concert with private industry will have to be thoroughly examined.

Fundamental to this emerging partnership between the Province, municipalities and the private sector is the need for strong local government. Municipalities must have the capability to recognize problems, to establish solutions, and to carry these solutions through to successful implementation.

Under the existing system, a number of the municipalities in the region are unable to perform even the most basic tasks of providing local services. This weakness forces municipalities to make decisions that are not in the best long-run interests of their own communities. To expect this municipal system to meet the challenges of the future without basic reform is unrealistic.

This is an important reason behind our local government reform program. This reform program has three fundamental components: regional government, municipal consolidation, and strengthening the elected municipal council. I should also emphasize that this program is integrated with our equally important program of reforming the municipal tax base and the system of grants to municipalities. Perhaps the most important element in this reform program from the viewpoint of municipalities in the Toronto-Centred Region is the restructuring of local government. This has already occurred in Metropolitan Toronto and is being pursued actively in the York,



Ontario, Peel, Halton, Waterloo and Wentworth areas. I expect a strong system of regional governments will develop in the near future covering these parts of the Toronto-Centred Region.

Under the legislation establishing them, regional municipalities will be required to prepare official plans within a specified time-period. This is not a new departure -- the Regional Municipalities of Ottawa-Carleton and Niagara now have such provisions in their legislation. Official plans for regional municipalities in this region will not, of course, be approved unless they conform to the policies enunciated for the Toronto-Centred Region. Once adopted, the regional official plans will require that all local municipal official plans and zoning by-laws be brought into conformity with the regional plan and unfortunately there will be local plans which will have to change. In this way, municipal plans will reflect the basic provincial policy decisions about development in the Toronto-Centred Region.

In effect, under this system we will have a hierarchy of plans -- that of the Province, the regional municipality, and the local municipality. As we go down this hierarchy, each level of planning will be more detailed than the plan prepared above. There should be collaboration in the process of preparing these plans and of course consistency between them.

I have been outlining our concept of planning under a



system of regional government. A similar situation will exist in the case of Metropolitan Toronto. We expect that Metropolitan Toronto will offer its draft official plan for approval in the reasonably near future. Discussions are now under way on this, involving Metropolitan Toronto and ourselves.

In both Metropolitan Toronto and the regional government areas, municipal government will be able to perform the partnership role I have described previously. But what of those portions of the Toronto-Centred Region that will not have regional government in the near future? In such areas, the existing municipal system will need strengthening. One means is the consolidation of small municipalities into larger, more viable, units. I am aware of work that is now proceeding along these lines as a result of local initiative -- for example, the studies in Guelph/Wellington County, Dufferin County, and in the United Counties of Northumberland and Durham. I suggest that other groups of municipalities should consider similar studies.

Another means that should be fostered is the strengthening of municipal planning capabilities through joint planning boards. This is an important and valuable technique in areas where regional government is not imminent.

These changes in the municipal structure will also strengthen the financial capacity of municipalities to implement



the plans being prepared. One of the key links between regional planning and municipal consolidation can be the means for an effective distribution of assessment and taxation throughout a larger, more logical, municipal area. It also provides the Province with a more rational basis for making transfer payments. A reformed structure will allow us to plan for what is best rather than to plan for limited short term assessment benefits.

The Province should consider direct financial aid for planning and development in enlarged units of local government. Our new regional municipal grant is a significant step in recognizing that a modernized municipal system can do more things -- and do them better -- than can the present system and incidentally can in most instances do it better than the Province. This grant will help regions in planning the complex systems needed to provide the high level of services we now demand of local government. We are also aiding several planning studies in the Toronto-Centred Region. For example, we are providing financial and staff assistance to the Oshawa Area Planning and Development Study (OAPADS) in its construction of a plan for future growth and local-government structure in the area east of Metropolitan Toronto.

The Waterloo-South Wellington Study is an exercise in comprehensive planning for that area, and Provincial financial and technical resources are committed to that study. We are also providing significant assistance to the Waterloo County Area





Planning Board in its preparation of an official plan for the whole County. I think it is reasonable to expect that the Government will consider similar assistance to other parts of the Toronto-Centred Region as regional governments are established. I believe that such assistance is justified here because of the need for quick action in the face of the intense pressures existing in this region. Further, the Government has been giving financial assistance to the regional development councils and to their parent organization, the Ontario Regional Development Council.

The concept outlined this afternoon will impose tremendous stress on the fabric of our municipal system, particularly where substantial growth is envisaged in the lakeshore urban corridor of Zone I and in some of the communities in Zone III such as Barrie, Midland and Port Hope/Cobourg. Some of these communities are already growing rapidly and little, if any, provincial stimulation is required to permit them to secure the target populations mentioned earlier. All that is required in these cases is to channel the growth which does occur into the most appropriate shape and character. In other cases stimulation will be required.

Expansion of existing urban areas is one thing. The establishment of entirely new communities like Brock, Columbus and Audley in areas which are now predominantly rural is quite another. It presents a real challenge to our combined ingenuity to accomplish these objectives.



Where the plan proposes that certain parts of the region be retained in a predominantly rural state or in a position of slow to moderate growth there are serious problems which must be faced as well -- problems not only of a physical nature but social, economic and, I imagine, political too.

How to administer and finance these new and expanded centres is a question that must occupy our minds in the months to come.

Other countries have fashioned approaches that we shall study carefully. In the United Kingdom, for example, the development corporation is used to establish new towns. While related to the local government system, they are not local governments. While we may have to use a device similar to this, I hope we can utilize our emerging re-organized local-government structure. If our reform program succeeds and I believe it will -- I am convinced we will have a "made in Ontario" municipal system well able to meet the challenges outlined today.

I think now it will be quite clear to you why I see local-government reform as an essential element in the success of the planning process we have outlined. We now have one re-structured system in Metropolitan Toronto and we will have more over time. It would be great if we were dealing right now with eight or nine regional governments because this would strengthen greatly the



local community input to our Toronto-Centred Plan. However, this is not the case in the short run -- we must work with the present system for now. In the follow-up to today's presentation of what I have described as our draft official plan, we want full local community involvement as expressed through the municipal system and also the larger regional viewpoints to be expressed by Regional Development Councils. After this, once our plan has been adopted, it will require, as do all official plans, amendments to reflect changing circumstances.

As an official plan should be flexible in its provisions and responsive to changing circumstances, the development policies for the region must also allow a reasonable amount of latitude in its implementation and we must accept the need for constant review and for revision when conditions warrant. As I have already suggested, we should end up with a hierarchy of plans, with the policies for the Toronto-Centred Region being much more general in its terms than those of the plans for the regional municipalities. Thus each regional municipality will perform the function of refining the broad generalities of the larger plan in working out the official plan for the regional municipality. It will also be one of the first to bring home to the Ontario Government the need for adjustments to the development concept as circumstances warrant. A similar relationship will exist between the official plans of the regional municipalities and those of the local municipalities



within the regional municipalities.

Again, as with an official plan, the patterns incorporated in this regional concept will not materialize, full-blown, on the ground overnight. What is being proposed will become reality over a number of years, so that we will be faced with the necessity of determining priorities for implementing various phases of the over-all regional policy. Otherwise, the quality of community life in various parts of the region could suffer and the cost of providing public services could easily become intolerably high. The regional municipalities, as they come into being, should be able to play an important part in establishing priorities for various sections of the Toronto-Centred Region.

Speaking of priorities, there are representatives of several municipalities and developers here this afternoon who know to their sorrow that certain substantial proposals that have been submitted for approval within the last month or so have had their consideration deferred pending this afternoon's presentation. Now that the Concept for the region has been made public, we can begin immediately to look at these proposals and to assess them in terms of the Development Concept. We will probably have some difficult decisions to make, but we will try to reach the necessary conclusions as quickly as possible. It is unfortunate that we have had to postpone dealing with these proposals but it is a great relief to me and to the staff of the Department that in future we will be





able to deal more directly, more frankly, and more openly -- and, I hope, more speedily -- with proposals that have regional significance in this area of Ontario. In the meantime, don't call us; we'll call you.

Unless we have an efficient, revitalized local and regional organization that will permit adequate and effective representation of concerns, needs and aspirations the Province will have to move in and fill this void. In my view this would be totally unsatisfactory.

To successfully implement the concepts expressed today it is absolutely imperative that we have the full participation by the local and regional municipalities, the Regional Development Councils and the many other people having a vital stake in the present and future of this region.

In closing, I want to emphasize the most important element that is implicit throughout our announcement today: That is, our regional development plans are aimed at enhancing the quality of life for people in this region. When we talk of the principle of linearity, of transportation corridors and growth centres, of municipal government structures ..... when we use these rather dry and impersonal terms what we are ultimately talking about is providing better service and a better life for our citizens.



The Toronto-Centred Plan detailed here today is deliberately designed to provide this better service and to provide an enriched life in all its dimensions - not only for our generation but for our children and grandchildren as well.

I am confident that we will achieve this objective by working together in a spirit of positive and creative co-operation.







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